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Global Personnel Recovery System: An Overview

Lt Col Steve Johns, USJFCOM J35

Recovering U.S. evaders during combat operations is a traditionally high risk endeavor. During the Vietnam War, for every 1.8 U.S. Navy combat search and rescue (CSAR) recoveries, one CSAR crewman was killed. For every 1.4 recoveries, one CSAR aircraft was lost. Only nine percent of the downed flight personnel Navy CSAR forces targeted were successfully recovered. Likewise, U.S. Air Force CSAR efforts in North Vietnam experienced one CSAR crewman and two CSAR aircraft lost for every 9.2 recoveries. Our experiences in DESERT STORM and Bosnia reveal no significant improvement in this capability.

In an effort to mitigate the inherent risks associated with personnel recovery operations, in 1998 DoD established the Personnel Recovery Extraction Survivability aided by Smart-Sensors (PRESS) advanced concept technology demonstration (ACTD). The PRESS ACTD is a program designed to improve the survivability of isolated personnel, rescue vehicles and recovery personnel through an approach that leverages existing and programmed technologies. It is an overarching program designed to take advantage of effective and affordable personnel recovery technologies that will:

- Reduce reaction/recovery time;
- Increase accuracy of location and identification data;

- Provide timely tagging, tracking, and locating;
- Increase recovery force protection and situational awareness;
- Improve command, control, communications, computers and intelligence interoperability; and
- Improve survivability of isolated personnel.

A promising sub-component of the PRESS ACTD is the Global Personnel Recovery System (GPRS). GPRS is a two-way data transfer system that relays information via satellites simultaneously between individual users and command centers, where the command staff and rescue center can monitor mission progress visually on a screen. It provides near real-time tracking and command and control worldwide. The system also provides a two-way instant messaging capability, and the architecture allows the system to communicate through commercial satellites already in orbit.

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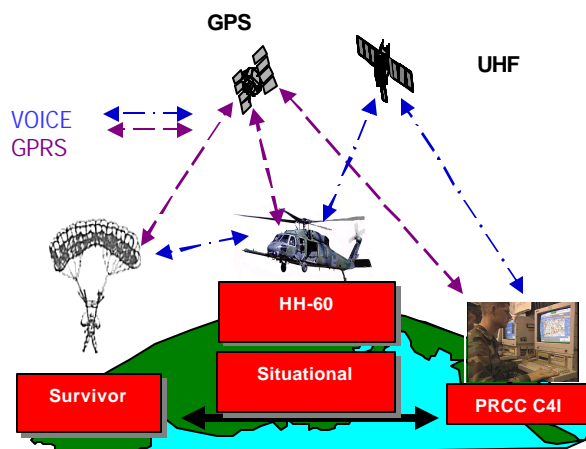


Figure 1. GPRS Concept. GPS and communication architecture.

From the DASD...
Honorable Jerry D. Jennings
Defense POW/MPA



As we progress in our efforts to implement a National Personnel Recovery Architecture (NPRA), the DPMO staff is coordinating with interagency and non-governmental partners to develop a strategic vision for personnel recovery; identify shortfalls and gaps in the personnel

recovery architecture; suggest potential solutions; and determine the cost and priority for the proposed solutions. This effort supports one of DPMO's major strategic goals: "Maintain recovery capabilities that meet current and future joint, interagency, and coalition requirements."

Recovering those who become isolated from U.S., allied, or coalition forces during conflicts is one of our highest priorities. We have an unwavering obligation to those who become isolated to recover and account for them. We can ensure the optimum conditions for recovery through a mix of sound doctrine, cutting edge technology, realistic training, and coherent structure. We will promote actions and policies that ensure we meet the need to recover isolated personnel on the battlefield through prudent integration of joint, interagency, and coalition requirements.

As you will recall, in 2001 Congress directed DoD to perform a government-wide needs assessment for a national personnel recovery architecture. Last year we saw the study completed and issued a final report. Now the challenging part—implementation.

We issued our primary recommendations for further study. Those recommendations were: develop a national policy; advise our interagency partners through education and training; update DoD's approach to Code of Conduct and Survival,

Evasion, Resistance and Escape training; and, address the status of DoD contractors serving in high threat environments.

On February 17-18, 2005, we hosted a DoD-only session to begin preparing DoD's input to a larger national strategy. Our keynote speaker was the National Security Council's (NSC) Captain Dane Egli, United States Coast Guard. He emphasized the NSC's commitment to the creation of personnel recovery policy in support of an NPRA.

My action team met with interagency partners in March 2005 to begin formulating the interagency plan. In the end, I want to ensure that all U.S. Government agencies are aware of their personnel recovery responsibilities and are prepared to fulfill those obligations. They must also be aware of their own capabilities and those of other agencies. We must all plan, train, and rehearse for personnel recovery events in an integrated manner.

The DPMO staff is also working with U.S. Pacific Command to understand the lessons they learned during the rescue, recovery, and humanitarian efforts following the tsunami that devastated the Pacific rim in December of last year. The adversities created in the wake of the tsunami posed interesting challenges that may have great applicability to our personnel recovery processes including how to deal with massive numbers of isolated persons in a maritime environment.

DPMO will incorporate those lessons learned in rewriting DoDD 2310.2 and its implementing instructions.

The efforts of personnel recovery professionals are global in reach and are monumental in stature. I commend you all for a job well done, and encourage you to continue building on the momentum we've built.

— Jerry D. Jennings



Transformation Defined

Lt Col Glenn Hecht, Deputy Director, Personnel Recovery Policy, DPMO

Addressing the graduating class of the United States Naval Academy in May, 2001, President George W. Bush, offered his vision for future military forces. He said that the United States needs to seek, "...a future force that is defined less by size and more by mobility and swiftness, one that is easier to deploy and sustain, one that relies more heavily on stealth, precision weaponry and information technologies." Since that time, September 11, and the war on terrorism have taught us that current and future threats may come from unexpected directions, such as terrorists. Future threats also could come in other forms, including cyber-war, a traditional state-on-state conflict, or something entirely different.

The Secretary of Defense, Donald H. Rumsfeld, took the President's vision and developed a deliverable end-state. The Secretary's *Transformation Planning Guidance*, dated April 2003, states that transformation is "a process that shapes the changing nature of military competition and cooperation through new combinations of concepts, capabilities, people and organizations that exploit our nation's advantages and protect against our asymmetric vulnerabilities to sustain our strategic position, which helps underpin peace and stability in the world." It continues by saying that as we prepare for the future, we must think differently and develop the kinds of forces and capabilities that can adapt quickly to new challenges and unexpected circumstances. The *Transformation Planning Guidance* depicts the transformational outcome that the Department "must achieve: fundamentally joint, network-centric, distributive forces capable of rapid decision superiority and

massed effects across the battlespace."

To ensure that we as a community are unified in our efforts, it's imperative that we share a common understanding of transformation and how personnel recovery will transform to meet the President's vision. This is the first of a two-part series where I'll examine *Transformation*, and set the stage for next quarter's article where I'll discuss in depth, the evolution of personnel recovery as it transforms adhering to Secretary Rumsfeld's guidance.

The United States is in the midst of transitioning from an industrial age to an information age, and the military must follow suit. This transition demands transforming the way the Department organizes to support the warfighter. In addition to exploiting information technology, the Department must also "create new combinations of capabilities, operating concepts, organizational relationships and training regimes."

Increasingly, asymmetric threats have made transformation a strategic imperative. Threats are rapidly adapting across the full range of military operations. Terrorists are now targeting non-combatants using low-end indiscriminate weapons such as unmarked mines in international waters and on roadways.

During combat operations in Afghanistan and Iraq, terrorist-backed insurgents are using low-tech weapons against U.S. and coalition forces. These low-tech weapons, such as rocket-propelled grenades, are easily attained, concealed, and employed. By using such low-tech capabilities and methods, adversaries employing asymmetric means hope to deter or frustrate the deployment and employment of U.S. combat capabilities. Although these trends present significant challenges, they highlight the current U.S. advantages in large-scale conventional force-on-force combat typical of a major regional conflict.

If the U.S. fails to transform, then our current military superiority and the relative peace, posterity, and stability it underwrites will erode. Therefore, the Department must move forward in its transformation endeavors, because success in transforming U.S. military capability will enable us to execute our defense strategy with greater confidence and less risk in critical regions. It will also help the U.S. Government shape the

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The GPRS portion of the PRESS ACTD is a system of systems designed to take the search out of search and rescue. It will enable rescue forces to locate and identify isolated personnel within seconds of the incident of loss, vice hours.

When a downed pilot or other service member who is equipped with GPRS becomes isolated in enemy territory, the reporting process is quite simple. The isolated individual has only to turn the radio on and the GPRS network interface card sends a data burst via the Global Positioning Satellite (GPS) system to the Joint Search and Rescue Center (JSRC) and to a recovery platform. The imbedded GPS receiver returns the location and identification of the survivor/evader within seconds to the JSRC and recovery platform thus facilitating an immediate response. (See Figure 2)

The survivor can communicate and build situational awareness with the rescue forces as well as the command and control center. The decision-maker who is monitoring the event will decide whether to launch a rescue force to recover the isolated person based on all available up-to-date information.

The PRESS GPRS ACTD is on track for completion in fiscal year 2006.

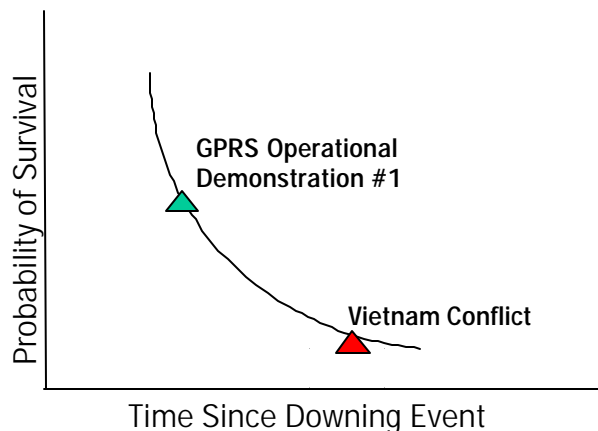


Figure 2. Probability of Survival. Historical data has shown that survivability decreases over time.



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international environment, so that it is less rather than more hostile to U.S. interests.

The *Transformation Planning Guidance* mandates that "Transformation efforts will encompass three areas: how we fight, how we do business inside the Department, and how we work with our interagency and multinational partners." Instead of building plans, operations and doctrine around individual military systems, which has often occurred in the past, the Department must link acquisition strategy to future joint concepts that can themselves transform to execute future operations. Limited resources force difficult decisions regarding currently-planned weapon systems and require investing instead in capabilities that will reduce future risk.

As an example, the July 2004 edition of *Armed Forces Journal* contained an article titled "Transforming Transformation." The authors discussed how in February 2004, Army Chief of Staff General Peter Schoomaker eliminated one of the Army's biggest acquisition efforts by canceling the \$38 billion Comanche helicopter program. According to the article, the decision "came amid a flurry of helicopter shoot downs in Iraq that showed how vulnerable helicopters are to rocket-propelled grenades and automatic weapons fire." The same article stated that the stealthy Comanche was designed to be invisible to radar, but stealth (and cruise speed) would not protect it from lightly armed insurgents while conducting terminal area operations in urban and littoral-like environments.

As will all warfighting aspects within DoD, the personnel recovery mission must transform. The overarching guidance and concepts are now defined, and as a community, we need to evaluate global requirements for personnel recovery while the U.S. Government supports activities in locations where we are experiencing asymmetric threats and non-linear battlespace. Focusing on evolving personnel recovery processes and systems is a start. We now must introduce information age concepts and technology to advance our information superiority well beyond today's terrorist threats.

Lt Col Hecht's companion article: "Transforming Personnel Recovery" will be featured in the Summer 2005 Edition of the DoD Personnel Recovery Update

DoD National Personnel Recovery Architecture Synchronization Working Group

Maj Matt Van Parys, Policy Staff Advisor, DPMO

On February 17, representatives of DPMO, USJFCOM, JPRA, the combatant commands, the services, and the Institute for Defense Analyses gathered to discuss DoD progress on developing the National Personnel Recovery Architecture (NPRA). The desired end-state of the NPRA includes all U.S. Government agencies being fully attuned to their personnel recovery responsibilities, and aware of their own personnel recovery capabilities and those of other agencies. It also requires all U.S. Government agencies to plan, train, and rehearse for personnel recovery events, within their capabilities, in a coherent manner.

The NPRA senior leader steering group includes representatives from the three organizations primarily responsible for DoD personnel recovery policy and operations: DPMO; USJFCOM; and the Joint Personnel Recovery Agency. This group oversees the development and daily execution of six program lines that focus on developing a plan to integrate the personnel recovery capabilities of DoD and the rest of the interagency community. Our goal is to ensure the recovery of any U.S. person on official U.S. business who becomes isolated anywhere in the world.

The NPRA senior leader steering group developed six program lines to address the DoD issues and concerns with a national, interagency personnel recovery architecture. Those six program lines and their objectives are:

- **National Policy Development:** Coordinated DoD efforts and those of other interagency advocates to work toward a National Security Presidential Directive calling for a national personnel recovery architecture.
- **Interagency Personnel Recovery Readiness:** DoD will advise members of the interagency community on developing their personnel recovery training and education programs and increase interagency awareness of capabilities and responsibilities within the personnel recovery arena.
- **Isolated Personnel Training and Equipping:** All interagency personnel will be trained and equipped to reduce risk of isolation, increase self-supportability and ensure the isolated person can operate effectively with other interagency elements.

- **U.S. Government Contractor Issues and Remedies:** DoD and its interagency partners will develop appropriate language for U.S. Government contract personnel, including consideration for training personnel prior to their deployment to high risk locations, and for the care of U.S. Government contractor employees who become isolated.
- **Budget Development (*Future Issue*):** A national architecture will necessarily involve resource support, but the type and amount cannot be determined until the previous four program lines mature.
- **Back Brief to Congress (*Future Issue*):** A 2001 Congressional initiative began this effort. We will report back to Congress once we have a coordinated DoD plan.

In order to incorporate inputs from multiple sources and locations, working group members will accomplish the majority of the work using a secure website. On March 16, the DoD principals will brief the results from this most recent working group to their interagency community counterparts as integration and synchronization begins in earnest.

Upcoming Events

NATO Air Ops Support Working Group	Apr 4-6	Belgium
PR Brief to Turkish General Staff	Apr 4-6	Turkey
HOOK 2 Users Conference	Apr 5-7	Scottsdale, AZ
PACOM Personnel Recovery Conference	Apr 26-28	Honolulu, HI
Personnel Recovery Advisory Group	May 4	Washington D.C.
Multinational Force Standard Operating Procedures Working Group	Aug 8-12	Honolulu, HI
JFCOM Personnel Recovery Conference	Sep 20-22	Tampa, FL

Looking Back...

Kathy L. Weyenberg

DPMO Senior Intelligence Officer, Personnel Recovery Policy

Department of Defense personnel recovery community members have a better sense of teamwork than any group of professionals I've ever met. They work to honor the words in this article's title—Keeping the Promise. They understand that if they don't work together, someone gets left behind, someone dies.

I've had the good fortune of working with these dedicated professionals since April 2003 on my Intelligence Community Assignment Program (ICAP) rotation from the Defense Intelligence Agency (DIA) to the Office of the Secretary of Defense, Defense Prisoner of War/Missing Personnel Office, Personnel Recovery Policy Directorate.

The U.S. and its allies have people missing (some of them held against their will) in the Iraqi theater of operations. The U.S. has DoD contractors held against their will in Colombia. My office writes policy affecting these people and others that may be at risk of isolation.

The job has its frustrations—as does any staff position. OSD staff work is not always as fast as one would like. It's time-consuming and it makes DIA staff work look streamlined!

The job has many more pluses than minuses. While the staff coordination required is often cumbersome, it ensures the most thorough coordination possible, and once an action finally makes it through all the wickets, its impact on DoD is wide-ranging. Our policies can make a difference!

I'm proud to have had even a little impact on the efforts of the personnel recovery community. My teammates inside the Beltway and at the combatant commands are wonderful. As a member of the U.S. delegation to the NATO Search and Rescue Panel, I had contact with our allied personnel recovery counterparts, allowing me to assist them directly in the formulation of personnel recovery policy within their governments. In June 2004, I had an opportunity to work with the U.S. Pacific Command-led Multinational Forces (MNF) symposium on military operations other than war. Last year, for the first time, the MNF conference discussed adding a personnel recovery annex to its standard operating procedure.

My responsibilities in DPMO have been mostly policy related, but I do have an on-going contact with the intelligence community through DIA's POW/MIA Analytic Cell, the U.S. Joint Forces Command led "Intelligence Support to Personnel Recovery Working Group" and the Joint Personnel Recovery Agency's J-2 shop. I attended the Under Secretary of Defense (Intelligence) conference on intelligence support to personnel recovery in March 2004. All were career broadening opportunities.

The intent of the ICAP assignment is to provide opportunities to learn new skills and bring those skills back into our home agencies. This job has exposed me to people and processes I'd never heard of before. I'm looking forward to returning to intelligence analysis,

and I hope that when I do, the list of U.S. missing will be empty.

In April, 2005, Ms. Weyenberg will conclude her Intelligence Community A Program (ICAP) rotation at DPMO and will depart for her next assignment. In her role as DPMO's NATO and USEUCOM action officer, Kathy leaves a legacy of hard work and dedication to personnel recovery.

DPMO/PRP will miss Kathy greatly. We wish her all the best in her future endeavors.



On the beach at Newquay, United Kingdom in March 2004, following the UK Survival School demonstration of "at sea" rescue for downed aircrews. The author, Kathy Weyenberg, is second from the left, and third from the left is Deputy Assistant Secretary of Defense for Prisoner of War/Missing Personnel Affairs, the Honorable Jerry D. Jennings.

Snap Shots

Personnel Recovery Happenings from Around the Community

Not Forgotten ... Department of State Hosts Meeting with Families of Hostages in Colombia

Two days shy of the second anniversary of the capture of DoD contractors Marc Gonsalves, Thomas Howes, and Keith Stansell, representatives of DoS, DoJ and DPMO met with the families of these men. During the meeting, government officials briefed the families on the current political situation in Colombia as it affects the hostages. Additionally, the FBI presented its assessment of the situation.

The families left the meeting with the assurance that the United States Government has not forgotten their loved ones and that work continues to bring them home safely.

MAJ Kent Sylvester, 699-1103



The hostages have been held for over two years.

Personnel Recovery Directive and Instruction Rewrites

February 23-25, DPMO hosted an action officer meeting to review and rewrite DoD Directive (DoDD) 2310.2 *Personnel Recovery*, and develop its implementing instruction, DoD Instruction 2310.3. *Personnel Recovery Implementation*. Representatives from the services, the combatant commands, USJFCOM, and JPRA attended. Additionally, the participants reviewed DoDD 1300.7, *Training and Education to Support the Code of Conduct* and its implementing instruction, 1300.21 *Code of Conduct Training and Education*.

LTC Dan Shea, 699-1198

DoD Support to Civil Search and Rescue Directive

The USD(P) is reviewing DoDD 2310.ii *DoD Support to Civil Search and Rescue* for official coordination. Once released, we will submit this directive to all coordinating officials for their final review. This document implements policy, assigns responsibilities and prescribes procedures for DoD support to civil search and rescue activities. Additionally, it approves the International Aeronautical and Maritime Search and Rescue manual and the National Search and Rescue supplement for DoD Component use. Following final coordination, we will send the directive to Washington Headquarters Services for publication, issuance and release.

LCDR John Ouellette, 699-1231

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